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Organizational Review for the Ministry of Post and Telecommunications (MOPT)

Final Draft Report

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1.   Executive Summary

The Jordan Government under the leadership of His Majesty, King Abdullah II, recognizes that development of the Information and Communication Technology (ICT) sector represents a unique opportunity to stimulate the national economy and create jobs. Initiatives already taken in both public and private sectors, however, require co-ordination and specialist support.

A new Minister of Posts and Communications has initiated proposals for the government to take the lead by establishing a "center of excellence" for ICT within the Ministry. A second strand of the proposal entails adopting private sector methods, to improve effectiveness and transparency at the Ministry which may, in the future, serve as a "model of good governance".

A consultant (Richard Kingston) was appointed under the AMIR program to make proposals for a new structure for the telecommunications portion of the Ministry with job descriptions, budget implications and a management development plan for successful implementation.

Following review of previous studies and investigations, it became clear that the proposed "traditional" strategy would be inappropriate since, reorganizing the structure alone would be unlikely to address many of the issues identified and to prepare the Ministry for its new role. In particular, many of the management and human resource issues identified were severe and longstanding; indeed much of the organization's human resource potential was poorly utilized leading to dissatisfaction, frustration and poor performance. A wholesale overhaul of the MoPC is required to ensure that the right people with the right skills are deployed most effectively to carry out the Ministry's enhanced mandate.

Discussions were held with the Minister, and the Scope of Work for the consultancy was changed to incorporate providing assistance to the Minister in developing an overall strategic approach and reorganization process; essentially re-engineering the Ministry.

It was agreed that internationally accepted best practices combined with local knowledge and expertise would create the most effective solution with the added advantage of "ownership" of the project by those at the Ministry. This would be likely to lead to sustainability of the process. Accordingly, a task force comprising some 4-5 key personnel from MoPC and several international consultants, would be created to devise a comprehensive plan for the re-engineering process.

The detailed implementation plan will include creation of a new structure and processes for the Ministry to carry out its obligations in respect of both its traditional (telecommunications policy) and new (ICT promotion and support) responsibilities.   The enhanced role is likely to require retraining and reassigning existing MoPC personnel to most effectively use their respective skills and experience as well as recruiting some new

staff with specialist ICT skills and some managers with private sector achievements. Adoption of transparent procedures and a comprehensive common management process will be important elements in this rehabilitation exercise.

A three-stage selection process was initiated to nominate MoPC members of the task force and this has now been completed. Once appointed, the task force will work on creation of the implementation plan. It is expected that this will be completed within 4-8 weeks and soon afterwards, work will start on the re-engineering exercise. During both the planning and implementation phases, emphasis will be given to transfer of know-how and the sustainability of the initiative.

Satisfactory completion of the re-engineering may well lead to demands for a similar exercise to be applied to other ministries in Jordan or, indeed to other telecommunication administrations.

2.   Introduction

The Government of the Hashemite Kingdom of Jordan, under the leadership of HM King Abdullah II, wants to improve the performance of the national economy, attract local and inward investment and create jobs. Since this small country has few natural resources but a wealth of highly educated people, the immediate development of its Information and Communication Technology (ICT) sector is regarded as representing a unique opportunity to stimulate the economy.

A number of initiatives, both in the public and private sectors, have been taken already but in order to maintain the momentum and secure the future for ICT in Jordan, these initiatives must be co-ordinated and channeled into a comprehensive program accessible by public and private sectors alike.

A new Minister of Posts and Communications has been appointed and, following the lead of His Majesty, he has initiated a proposal for the Ministry (MoPC) to play a leading role in co-ordinating ICT initiatives and for MoPC itself to become a "center of excellence" for ICT. Moreover, it was envisaged that, by the introduction of private sector methods, the Ministry would be able to serve as a "model of good governance". The Minister had been invited to make a presentation to His Majesty outlining his proposals and a draft presentation document had been prepared.

The proposals would entail the reorganization of the Ministry and a consultant was appointed under the AMIR program, to make recommendations. Since there were already plans in hand to privatize the Posts and since a, notionally independent, Telecommunications Regulation Commission (TRC) had already been created, the focus was to be on the telecommunications portion of the Ministry. The original Scope of Work for this consultancy was:

▪   To propose a new organization structure for the telecommunications portion of MoPC.

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- To develop job descriptions and performance criteria for the positions proposed for the new structure.

- To estimate the budget implications of the proposed new structure.

- To outline a management development concept and plan, for the successful implementation of the new structure.

3.   Approach and Methodology

The proposed approach and methodology was:

- To review all preceding activities and initiatives by reading relevant papers, documents and reports including those pertaining to the "Jordan 2020" vision, the REACH initiative, e-government, liberalization of telecommunications, and the outline of the Minister's draft presentation to His Majesty.

- To investigate the existing organization, its mode of operation, lines of communication and effectiveness of its management, systems and procedures. The investigation would include discussing the proposals regarding an enhanced role for the Ministry, with key players within MoPC, TRC and other interested parties.

- To analyze the data collected and to draw conclusions in relation to the operation of the Ministry under the present organization.

- Giving due consideration to strengths identified and any deficiencies observed and, being aware of internationally regarded best practices:

  - To draft a new organization chart and identify specific roles and responsibilities together with lines of communication.

  - To prepare new job descriptions for specific positions within the new organization.

  - To make estimates for the budget implications for the revised organization.

  - To outline a management development plan to enable the managers and staff of the Ministry to meet the challenges presented by the new organization.

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4.   **Present Status**

   4.1   Ministry of Posts and Communications

In outline, under the present Telecommunication Law the purpose of MoPC is to:

- Devise telecommunication sector policy.

- Draw up plans to assist promotion of telecommunications investment and competition.

- Follow-up of the implementation of international treaty obligations.

- Safeguard the interests of the state regionally and internationally.

- Draw up law to regulate telecommunications.

Any change in the purpose of the Ministry to include the new role of co-ordinating ICT policy and initiatives would require a change in the law.

4.2   Telecommunications Regulatory Commission

The board of TRC, the notionally independent telecommunications regulator, contains a number of board members who may have a direct or indirect interest in the operation of the regulations. To be a truly independent organization, the board of TRC, will need to comprise commissioners who do not have a direct interest in regulation of telecommunications and the board will need to be chaired by an independent chairman rather than the Minister as at present.

4.3   Organizational Status

MoPC is, of course, a government department and concerns had been expressed that the existing salaries and conditions applied to the Civil Service would inhibit the ability of the Ministry to attract the best candidates to meet the challenges of its future role.

5.   **Findings**

It became apparent from observations, cursory investigations and discussions with managers and staff at the higher levels within MoPC that:

5.1   Management

- There was little continuity of policy or direction; indeed, it was reported that five individuals had held the position of Minister within the past two years.

- The Minister's personal support services, currently provided by an "office manager" and a "secretary", are inadequate.

- Lines of communication both within and outside the Ministry are poor.

- Decision processes are slow.

- Management style is inconsistent and, in some cases, management hardly seems to exist at all; indeed some members of the Ministry's staff have said that they receive little direction, guidance, objectives or targets and consequently, motivation is low.

5.2   Human Resources

- People within MoPC were not using their education, training, skills or personal ability to their best advantage or that of the organization.

- While it is true that salaries and conditions within the civil service are insufficient to attract the very best candidates, those currently employed by the Ministry are generally well qualified but appear to lack motivation, direction and guidance. Remarkably, for many currently employed at MoPC, salary is not their greatest concern. Rather, people express a desire to be enabled to perform their work well and to receive recognition for that.

- While there have been some positive initiatives in training including those in the English language and computer skills, these seem to have been offered on an ad-hoc basis and not part of a fully structured organization-wide program of training and development. In particular, management training appeared to have been unstructured and inconsistent across the organization.

- Many of the MoPC staff and management are unclear about their roles and specific tasks and have no current job descriptions (those that do exist are said to be out of date).

- There appears to be little transparency regarding the method of appointments within the Ministry and a perception that, for some appointments, ability to do the job may not have been the first priority.

5.3   Accommodation

- Accommodation at the Ministry is said to be insufficient but the space available is poorly utilized (e.g. very large offices for some personnel and none for others).

5.4   Overview of the Organization

The issues affecting the performance of MoPC go deep. This is not a homogenous organization moving towards a common goal but rather a collection of individuals each

pursuing his or her own agenda. Essentially, this is a story of wasted potential and a simple reorganization of the Ministry with new management alone would be unlikely to provide the spur needed to change the culture sufficiently. As constructed, configured, managed and operated, the Ministry would be unable to provide the high caliber of support and co-ordination, which is needed, for implementation of the ambitious initiatives proposed.

The initial findings were discussed with the Minister who agreed that the outline portrayed represented a good overview of the situation within the Ministry at present. Not only was the Ministry not geared up to play a role in ICT promotion, but, at present, it was unable even to meet its obligations in its traditional telecommunications role.

Clearly, in order to enable MoPC to meet the demands of its future role in response to the royal initiative, then a radical approach is needed. The Ministry will require a comprehensive overhaul at all levels and in all areas of activity.

5.5   Revised Scope of Work

In order to carry out necessary preparatory work for these proposals, the scope of work of the consultant was changed to focus on re-engineering the Ministry and, specifically, to assist the Minister in developing an overall strategic approach and re-engineering process. Specific activities included:

a.   Participating in the preparation of the Minister's strategy document and refining the draft of his presentation to His Majesty King Abdullah II.

b.   Preparing proposals for the work of the task force.

c.   Devising a process for selection of the MoPC team to participate as members of the task force in preparation of the proposed implementation plan for re-engineering MoPC.

d.   Carrying out the selection process in collaboration with Jordanian specialists in Human Resource Development and the private sector.

e.   Reporting on the process, results and recommendations.

f.   Making recommendations regarding ways of addressing the management and human resources issues within the Ministry in preparation for its new role.

6.   Re-engineering the Ministry

A new strategy was put to GOJ and enlarged on during discussions between the Ministry and consultants. By this strategy, the Ministry would undergo a total review of its

objectives, function, structure and operations to enable it to carry out its new responsibilities:

6.1   Responsibilities

- Setting sound policy for ICT and e-economy development.

- Leading Jordan's drive to become a regional info-comm center and digital hub.

- Acting as a catalyst to nurture a healthy and competitive market environment and stimulate private investments in the info-comm and telecommunications sectors.

- Providing the government support to help drive the info-comm technology industry in Jordan and,

- Planning an effective electronic government transformation.

- Becoming a "model for good governance".

6.2   Strategy

The proposed strategy would incorporate the following elements:

- Creation of a task force to develop an Implementation Plan to achieve the re-engineering of the Ministry to meet its new responsibilities and challenges.

  In order to provide local knowledge and expertise, and to ensure that the views and concerns of the existing Ministry personnel were fully taken into consideration during planning, and to gain "ownership" of the project, 4-5 key MoPC personnel would participate fully in the process.   Additionally, 2-3 international consultants with experience in both developed and developing countries would provide expertise in both international standards and best practice. The task force would work as an integral team under the direction of the Minister or his nominated representative to ensure, as far as is practicable that a "home grown' solution would be created to incorporate international best practice with local flavor and realism. A draft Scope of Work for the international advisers is included at Annex 3.

- MoPC members of the task force will play a fully participative role in the process to maximize skill and knowledge transfer both during the creation and implementation of the plan. As the project progresses, so the Ministry personnel will take on increasing responsibility for the project elements so that at the conclusion of the exercise, MoPC personnel will be in a strong position to take on their obligations without further outside assistance.

- The task force will produce a detailed implementation plan incorporating specific targets, timescales and budgets. Preparation of the plan is likely to take between 4 and 6 weeks to complete.

- The plan will be put into effect employing the highest standard of project management tools and techniques. Progress will be measured regularly against detailed assessment criteria and regular reports will be issued.

6.3   The Implementation Plan

Detailed specification of the implementation plan will, of course, be subject to the recommendations of the task force but the plan must address the needs pertaining to the ICT initiatives. It must also fully address the issues identified during discussion and investigation as well as during the task force's own inquiries.

- To support the government's ICT initiative, the plan will specify a new organization for MoPC, having responsibilities both within and outside the government in promoting ICT as well as maintaining (and, indeed improving) its traditional role in telecommunications policy.   The plan will also lay out a full schedule for implementation.

- Recommendations will be made in relation to the legal status (and the process to effect these) of the Ministry and may also include a change of name to encapsulate the new functions.

- Consideration will be given to remuneration and conditions of employment applicable to those within the Ministry.

- Relationships and communication lines between the Ministry and other organizations, particularly TRC, will be laid down.

- Recommendations will be made in respect of the physical accommodation at the Ministry's offices to provide an environment more conducive to effective working.

- The plan will rationalize the operation of the Ministry by incorporating private sector principles and internationally recognized best practices. These will include specification of transparent administrative, personnel and operational procedures and practices.

- To provide for transparency in appointments, an objective selection process will be employed for positions in the re-engineered Ministry.

- Human Resource Development processes will include succession planning and personnel development programming including training and, where appropriate, "grooming" for advancement.

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- A workable management process will be applied with common procedures and practices. Features of the new management culture will include goal-setting, targeting, performance measurement and accountability.

- Particular attention will be given to fundamental management skills particularly in relation to people management, time management and financial management.

- Leadership and quality management will be a feature of the new management and will serve to meld the individual elements to present a holistic approach to management.

- A comprehensive management development program for all MoPC managers will be created to incorporate all of the features specified above.

In this way, it is envisaged that the Ministry may well become a model for good governance to serve as an example to other government departments.

7.   Task Force Selection

The critical first element in this process was to select the Task force, which would participate in preparation of the plan for the re-engineering of MoPC.

Selection process was carried out over three stages:

- 32 prospective candidates were identified through discussions with senior MoPC managers and other key individuals.

- A written exercise featuring the changing role of the Ministry was conducted for 10 short-listed candidates.

- The exercise was followed by interviews carried out by a Jordanian personnel assessor and two operational assessors, one of whom was from the local private sector.

Results from this process together with recommendations by the selection team were forwarded to the Ministry for a final decision. Evaluation criteria and scoring sheets are shown at Annex 5. The results showed that only four candidates achieved a score of 100 or above.   In general, candidates expressed the view that this was a useful exercise, which they supported.

A Scope of Work has been prepared for the international members of the task force and a number of resumes reviewed. Final selection of the task force will be made in late August.

8.   Next Steps

Maximum support for the ICT sector can be provided by putting the next elements of the strategic plan into effect immediately.

- Final selection of the Task Force including appointment of international consultants.
- Preparation of the Implementation Plan by the Task Force.
- Submission to Government of Jordan for approval.
- Implementation of the plan under the direction of Minister or his appointed representative.
- Regular review of performance against objectives and targets.

9.   Opportunities

On satisfactory completion of the re-engineering project, it is likely that there will be other organizations to which this process may usefully be applied, including other government ministries in Jordan.